

**Special Report:**

# **Mass Transit Availability**

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## Executive Summary

Transit systems play an important role in providing transportation to Tennesseans who do not have access to other transportation sources or who find it more convenient to use mass transit services.

Historically, public transit systems have not been self-sufficient and have relied on government assistance for financing. Presently, all rural and urban transit systems in Tennessee receive some government assistance to support their operations. Federal and state governments provide this assistance with the understanding that it will be used to provide services to all persons in an equitable manner.

Transit systems that receive any federal assistance are required to comply with Title VI of the Civil Rights Act of 1964, codified in U.S.C. 2000d, which states that no person shall, on grounds of race, color, or national origin, be excluded from participating in, be denied benefits of, or be subject to discrimination under any program or activity receiving federal financial assistance. To ensure that services are delivered in a nondiscriminatory manner, the Federal Transit Administration requires that transit systems submit Title VI reports each year, and be audited every three years to determine the types of services provided and if any complaints or charges of racial discrimination have occurred or have been mishandled.

Public Chapter 695, passed by the Tennessee General Assembly on April 2, 1996, directs the Comptroller of the Treasury to complete a study by July 1, 1997, comparing the difference in funding of mass transit services for inner city and non-inner city neighborhoods, and to give special attention to the treatment of minorities under Title VI, and other protected classes such as women, as codified in *Tennessee Code Annotated* §4-21-101(3).

The intent of this report is to determine if funding disparities exist among transportation systems in Tennessee and if they are related to possible civil rights violations. A copy of the public chapter is provided in Appendix A. The report concludes:

**Most inner city neighborhoods with disproportionate poverty rates and high minority populations are receiving transportation funding and services.**

Staff from the Office of Research and the Office of Local Government evaluated poverty and minority population data provided by the U.S. Census Bureau in the service areas of transit systems in nine counties in Tennessee. The analysis indicated that most neighborhoods with a high level of poverty and a high minority population, as well as other more affluent areas, are receiving bus service. This analysis did not take into consideration any geographical impediments (i.e., rivers, mountains, etc.) that may hinder a transit system from providing service to these areas or any para-transit systems providing service to these neighborhoods.

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Staff identified several high minority and low-income neighborhoods where partial service was provided and one low-income neighborhood in Kingsport that is not receiving transit services. (See pages 10-13.)

**The Department of Transportation could improve its efforts to ensure that transit systems comply with Title VI of the Civil Rights Act of 1964.**

The Federal Transit Administration of the U. S. Department of Transportation is responsible for overseeing and ensuring compliance with all civil rights requirements that apply to federally assisted transit projects. The U. S. Department of Transportation's regulation 49 CFR Part 21 and Circular 4702.1 require states to monitor federally assisted activities to ensure that they are in compliance with Title VI. However, the Department has relied on the Federal Transit Administration to make determinations as to whether transit systems are complying with Title VI.

The Office of Public Transportation's main activity to ensure Title VI compliance has been to require that rural transit systems submit a Title VI assurance certification each year with Section 18 grant applications. The Department has not conducted site visits to urban transit systems to determine if systems are complying with Title VI, although the department does visit rural transit systems. Officials of the Office of Public Transportation believe it is the Federal Transit Administration's responsibility to conduct on-site reviews of urban transit systems. However, the U.S. Commission on Civil Rights found that the contractors hired by the Federal Transit Administration to perform on-site reviews often do not have sufficient experience to conduct adequate Title VI compliance reviews.

The Department also has not encouraged transit systems to be involved in outreach efforts or to educate riders about their rights under Title VI. As a result, transit systems have not been involved in any outreach efforts under Title VI. The lack of Title VI complaints may indicate riders' lack of awareness of their rights under Title VI. The Department could better ensure compliance with Title VI, encourage systems to conduct outreach efforts, and educate riders of their rights under Title VI if it conducted annual on-site reviews of each transit system. (See pages 13-14.)

**Each transit system has submitted the necessary documentation to comply with Title VI rules and regulations as established by the Federal Transit Administration.**

All 11 urban and 11 rural systems have submitted the necessary documentation to comply with Title VI regulations as promulgated by the Federal Transit Administration. To date, no transit systems have lost funding because of failure to comply with these rules. (See pages 14-15.)

**Minorities and women are underrepresented on transit planning boards and advisory committees.**

Regulations promulgated by the U.S. Department of Justice to implement Title VI of the Civil Rights Act of 1964 forbid a recipient of federal financial assistance from denying a person the opportunity to participate as a member of a planning or advisory body that is an integral part of the program. However, data received by the Office of Research show that

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minorities and women on transit boards and advisory committees are not representative of the population of the service area of transit systems. Most of these boards are comprised of elected officials, making it difficult to assure minority representation. The department may need to consider ways to enhance the participation of minorities. (See pages 15-18.)

**The Office of Public Transportation has not analyzed transit operations data to determine if patterns of discrimination have occurred.**

States are required to collect and maintain data on recipients for analyses to determine if any patterns of discrimination have occurred. The Department of Transportation receives data from transit systems but has not performed any analyses to determine if discrimination has occurred in the delivery of transportation services. Officials with the Office of Public Transportation rely entirely upon the filing of complaints or lawsuits to determine if any discrimination has occurred. (See page 18.)

**The Department of Transportation has not filed rules with the Secretary of State or published procedures that explicitly state how transit funds are allocated.**

These rules or procedures would ensure that each grantee is aware of the methodology used in determining the amount of assistance it is eligible to receive. Without formalized rules or procedures, transit systems cannot determine if the amount of assistance they receive from the Department of Transportation is correct and equitable or question the amount of assistance they receive from the Department of Transportation. (See pages 18-19.)

**Urban transit systems have received unequal grant allocations based on performance.**

A review of transit funds shows the amount of government operating assistance awarded to transit systems does not correspond to the amount of service provided to the public. Grant funds are typically allocated based on population and not on the number of riders who use a particular system, revenue hours of service, or need. DOT officials acknowledged that the current practice of allocating transit public assistance based on population has its weaknesses, and that they are presently involved in incorporating performance measures into next year's work plan. They indicate, however, that they believe the current formula is fair and equitable, and that there are advantages and disadvantages inherent in both methods. (See pages 19-21.)

## **Recommendations**

The Department of Transportation should consider adopting the following recommendations to ensure that citizens receive equitable transportation services and that their rights under Title VI of the Civil Rights Act of 1964 have not been violated. (See page 22.)

- The Department of Transportation should encourage transit systems to conduct outreach efforts and educate riders of the rights they have under Title VI to ensure that equitable transit services are provided.

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- The Department of Transportation should encourage transit systems to establish transit planning boards and advisory committees whose representation reflects that of the general population or service area.
  - The Department of Transportation should conduct on-site visits of all transit systems to determine if they are in compliance with Title VI.
  - The Department of Transportation should file rules with the Secretary of State or publish procedures it follows in allocating transit funds.
  - The Department of Transportation should consider allocating discretionary operating assistance to urban transit systems based on performance.

A response by the Department of Transportation is located in Appendix I.

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# Introduction

## Charge from the General Assembly

Public Chapter 695, passed by the Tennessee General Assembly on April 2, 1996, directs the Comptroller of the Treasury to complete a study by July 1, 1997, comparing the difference in funding of mass transit services for inner city and non-inner city neighborhoods. (See Appendix A.) The law also indicates that special attention be given to the treatment of racial minorities and other protected classes. The analysis is to address disparities that affect minorities and protected classes in communities served by transportation systems.

## Methodology

The conclusions reached are based on the following sources:

1. Interviews with sponsors of Public Chapter 695.
2. Review of taped meetings of the House Inner City Transit Needs Study Committee.
3. Interviews with officials in the Office of Public Transportation, Tennessee Department of Transportation.
4. Funding data provided by the Office of Public Transportation.
5. Interviews with transportation managers and planning officials.
6. Census data provided by the State Data Center.
7. Review of Title VI procedures and rules established by the Federal Transit Administration.
8. Bus route maps provided by the local transit authorities
9. Creation and analysis of service areas using a geographic information system (GIS).

Staff adopted the following guidelines for this study.

The scope of the service area analysis is limited to nine urban areas of Tennessee: Bristol, Chattanooga, Clarksville, Jackson, Johnson City, Kingsport, Knoxville, Memphis, and Metro/Nashville(Davidson County). Neighborhoods are defined as census block groups. The size of census block groups, unlike census tracts, most closely resemble actual city neighborhoods. Also, the U.S. Census Bureau provides poverty and race population statistics at this level.

Disproportionately poor neighborhoods were defined as block groups in which over 50 percent of households fell below the poverty threshold according to 1990 federal guidelines. All block groups or neighborhoods were analyzed within the city limit boundaries. Using a geographic information system (GIS), maps were constructed that show the level of poverty and density of minorities in neighborhoods for three categories: 0 to 25 percent, 25 percent to 50 percent, and 50 percent to 100 percent. Also, the bus routes were overlaid on the digital census block map, and a buffer zone was created around the bus routes using the Americans with Disabilities Act (ADA) standard 3/4 mile service area. Finally, percentages of the number of people served by the transit routes was determined by overlaying the service area with the census poverty and race maps.

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Funding could not be directly related to neighborhoods because of the nature of the population using transit services. In addition, some neighborhoods would appear to receive more transit services and funding only because they are located on transportation corridors that serve other neighborhoods. As a result, this study attempts to identify low income and minority neighborhoods that are not receiving transit service. From this information, staff was able to infer where funding disparities exist.

## **Nature of Mass Transit Systems**

The primary objective of mass transit systems is to provide low-cost mobility to the commuting public and alleviate traffic congestion. Mass transit has been partially successful in meeting this objective.

Transit systems, however, are typically underused. This low ridership is often attributed to transit's inability to compete with the automobile for affordability, speed of commute, and convenience. Also, transit systems have not been well funded or developed in the United States. In addition, transit systems must comply with the Americans with Disabilities Act passed in 1990, which has raised the cost of providing public transportation and has made them less competitive with the automobile.

As a result of being underused, transit systems rarely are able to support themselves financially and must rely on federal, state, and local government assistance to subsidize their operating budgets and capital expenses.

Transit systems are often used by low-income and elderly residents who do not have other means of transportation.

There are 11 urban systems in Tennessee. These systems are:

<b>Urban Transit Systems</b>	<b>Ridership in FY94-95</b>
Bristol Transit	73,555
Chattanooga Area Regional Transit	3,166,164
Clarksville Transit	410,272
Gatlinburg Mass Transit	794,544
Jackson Transit Authority	480,978
Johnson City Transit	402,416
Kingsport Public Transportation	31,378
Knoxville Area Transit	1,912,133
Memphis Area Transit Authority	12,024,311
Nashville-Metro Transit Authority	6,935,000
Pigeon Forge Trolley System	623,717

SOURCE: Information provided by Office of Public Transportation, Department of Transportation.

All of these transit systems are publicly owned. The five urban systems are operated by private companies. Ryder ATE operates the Memphis Area Transit Authority, the Chattanooga Area Regional Transit Authority, and the Jackson Transit systems. McDonald Transit operates the transit systems for Nashville-Metro Transit Authority and Knoxville Area Transit.

There are also 11 rural transit systems in Tennessee. These systems, the population of their service areas, and the counties they serve are listed in the chart on page 3.



<b>Rural Transit Systems</b>	<b>Counties Served by Transit System</b>	<b>Pop. of Service Area</b>
<b>First Tennessee Human Resource Agency</b>	Carter, Greene, Hawkins, Johnson, Washington, Sullivan, Unicoi	418,169*
<b>East Tennessee Human Resource Agency</b>	Anderson, Blount, Campbell, Claiborne, Cocke, Grainger, Hamblen, Jefferson, Knox, Loudon, Monroe, Morgan, Roane, Scott, Sevier, Union	890,536*
<b>Southeast Tennessee Human Resource Agency</b>	Bledsoe, Bradley, Grundy, Marion, McMinn, Meigs, Polk, Rhea, Sequatchie	219,301
<b>Upper Cumberland Human Resource Agency</b>	Cannon, Clay, Cumberland, Dekalb, Fentress, Jackson, Macon, Overton, Pickett, Putnam, Smith, Van Buren, Warren, White	252,525
<b>Mid-Cumberland Human Resource Agency</b>	Cheatham, Davidson, Dickson, Houston, Humphreys, Montgomery, Robertson, Rutherford, Stewart, Sumner, Trousdale, Williamson, Wilson	1,182,512*
<b>South Central Development District</b>	Bedford, Coffee, Franklin, Giles, Hickman, Lawrence, Lewis, Lincoln, Marshall, Maury, Moore, Perry, Wayne	324,170
<b>Northwest Human Resource Agency</b>	Benton, Carroll, Crockett, Dyer, Gibson, Henry, Lake, Obion, Weakley	235,953
<b>Southwest Human Resource Agency</b>	Chester, Decatur, Hardeman, Hardin, Haywood, Henderson, Madison, McNairy	211,506*
<b>Delta Human Resource Agency</b>	Fayette, Lauderdale, Shelby, Tipton	913,263*
<b>Hancock County</b>	Hancock	6,739
<b>Hamilton County</b>	Hamilton	285,536*

\* denotes service area contains non-urbanized and urbanized population.

SOURCE: Office of Public Transportation, Tennessee Department of Transportation. Populations are from the 1990 Census Data and 1996 Certified Populations.

## **Title VI and Federal Transit Rules**

Title VI of the Civil Rights Act of 1964 states that no person shall, on grounds of race, color, or national origin, be excluded from participation in, be denied benefits of, or be subject to discrimination under any program or activity receiving federal financial assistance.

To achieve this purpose, the Federal Transit Administration (FTA) regulations require that all public transportation systems that receive federal assistance submit annual assessments of compliance with Title VI as part of the grant approval process. These assessment reports provide documentation on whether transportation providers comply with Title VI, measures being taken to ensure equitable transportation service, and whether decisions on the location of transit services are made with regard to race, color, or national origin.

The Federal Transit Administration requires each system to maintain and submit every three years the following information:<sup>1</sup>

<sup>1</sup> Information taken from the U.S. Department of Transportation, Federal Transit Administration Circular 4702.1, May 26, 1988.

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- A list of active lawsuits or complaints that allege discrimination has occurred in relation to transit service or benefits.
  - A description of all pending applications for financial assistance.
  - A summary of all civil rights compliance review activities conducted in the last three years.
  - A signed FTA civil rights assurance and DOT Title VI assurance that states all records and other information required by Title VI are being maintained by the transit provider.
  - An environmental impact statement on any transit construction projects for facilities (bus transfer stations, etc.) that states what the effects will be on minority communities.

Public transit providers in areas with a population over 200,000 that receive federal assistance must comply with additional program-specific requirements. These requirements are:

- Submission of demographic and service profile maps, overlays, and charts. (Two overlays must show the distribution of the minority population and transit routes in the service area.)
- Submission of a chart showing the actual numbers and percentages for each minority group within a census tract or traffic analysis zone.
- A list of all service standards and policies. (These should include the vehicle load factor for each route, vehicle assignment process, type and number of vehicles assigned to each route, list of transit amenities distributed throughout the transit service area, and transit access.)
- Written procedures and guidelines for monitoring compliance with Title VI. Transit providers must conduct periodic compliance assessments.
- Written descriptions of types of service changes (e.g., route extensions, deletions, fare increases), methods used to inform minority communities of service changes, a list of minority representation on transit decision-making bodies, and a plan on how transit providers accommodate non-English speaking persons.

Metropolitan Planning Organizations (MPOs) are also required to comply with additional Title VI requirements and update information annually. They are required to:

- Provide a description of the continuing planning efforts to assure that transit planning is nondiscriminatory.
- Monitor Title VI activities of transit systems.
- Provide a description of the methods used to inform minority communities of planning efforts.
- Provide a statement on how minority groups are selected to participate on transit decision-making bodies.
- Provide a racial breakdown for transit related non-elected boards.

State agencies that administer transit programs for the elderly and handicapped must maintain records of funding requests from all private, nonprofit organizations and describe how organizations are selected to receive funds.

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State agencies that administer assistance to rural and small urban areas must meet other requirements. They are required to:

- Provide a statement on how transit grant funds will be administered in compliance with Title VI.
- Provide a description of how the state approves funding requests of small urban and rural transit providers and how they assist subrecipients in applying for assistance.
- Provide a description of how the state selects recipients and how it monitors subrecipients' compliance with Title VI.

Federal Transit Administration Circular 4702.1 requires the state to determine the Title VI compliance of transportation grant subrecipients. As required by this directive, Tennessee's Office of Public Transportation requires rural transit systems or subrecipients to submit a Certification of Compliance with Title VI and a list of any pending lawsuits alleging discrimination with their rural transit grant application. The project manager of the Office of Public Transportation requires all rural systems receiving public assistance to submit to a management review to determine compliance with Title VI, ADA, and other state and federal requirements, as stated in Section 18 grant applications. (See Appendix F.)

By law, FTA must conduct triennial compliance reviews for systems that receive Section 9 funds<sup>2</sup> from the federal government. Private firms contract with FTA to conduct these reviews. The on-site triennial reviews must include an inspection of all materials pertaining to the implementation of Title VI and verification that all service standards are being implemented consistently with Title VI. In performing these reviews, the FTA confirms whether the state and Metropolitan Planning Organization (MPO) procedures consider the needs of minority communities, determines the type of monitoring in place, and determines whether a process has been established to handle Title VI complaints alleging discrimination in service.<sup>3</sup>

## **Funding of Transit Systems**

The Office of Public Transportation in the Tennessee Department of Transportation administers five types of federal grants: planning grants for urbanized areas, capital grants for urban systems, capital grants for transportation providers of the elderly and handicapped, operating grants for urban systems, and rural transportation grants. These grants are allocated to local governments to support transportation services. Each has different requirements, funding restrictions, reporting requirements, and matching fund requirements as established by the Federal Transit Administration. A description of each of the grant programs follows.

### ***Planning Grants for Urbanized Areas***

Planning grants are made available to urbanized areas with populations greater than 50,000 to develop and promote mass transportation services. The purpose of the grants is to help urbanized areas structure their transportation systems to provide needed services

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<sup>2</sup> Section 9 funds are explained on page 6 under the Funding of Transit Systems section.

<sup>3</sup> U.S. Commission on Civil Rights, Federal Title VI Enforcement to Ensure Nondiscrimination in Federal Assisted Programs, June 1996, p. 574.

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while holding down costs and minimizing air pollution. Nine urbanized areas in Tennessee receive planning assistance from the Federal Transit Administration's Section 8 grant program: Bristol, Chattanooga, Clarksville, Jackson, Johnson City, Kingsport, Knoxville, Memphis, and Nashville. The amount of assistance each urbanized area receives is listed in Appendix B.

The federal government has provided on average \$412,000 per year in Section 8 planning funds to all the urbanized areas in Tennessee. TDOT has also provided on average over \$50,000 in matching funds to these areas.<sup>4</sup> Over the past five years, the amount of planning assistance provided to each MPO has remained relatively constant.

### ***Capital Grants for Urban Systems***

Transit systems are eligible to receive both discretionary and nondiscretionary capital grant funds. Discretionary grants are funds allocated by FTA that are earmarked for specific transit systems as determined by the U.S. Congress. Non-discretionary grant funds are apportioned to urbanized areas utilizing a formula based on population, population density, and other factors associated with transit service and ridership. The Federal Transit Administration makes these grant funds available for the purchase of buses, bus-related equipment, and para-transit vehicles, and for the construction of bus-related facilities.

***Capital Grants—Section 3 Grant Funds.*** The Federal Transit Administration distributes discretionary funds under its Section 3 grant fund program. Funding priorities for discretionary capital assistance were originally determined by the Federal Transit Administrator. In FY92, the Tennessee Department of Transportation applied for a \$23 million grant, but received only \$10 million.<sup>5</sup> Since that time, all the federal Section 3 funding has been earmarked by Congress. TDOT received \$8 million in Section 3 grant funds in FY94 and \$4 million in FY95.<sup>6</sup> In FY97, TDOT applied for \$26 million in funds and received \$2.5 million.<sup>7</sup>

The federal share of Section 3 capital grants has varied from 75 percent to 80 percent over the years, and TDOT has provided half of the remainder to local transit systems. In Tennessee, the total capital needs for bus replacement for the next 10 years has been estimated to be \$246 million.<sup>8</sup> (See Appendix C for capital assistance by system.)

***Capital Grants—Section 9 Grant Funds.*** Section 9 is a non-discretionary formula grant program for urbanized areas that provides capital assistance for mass transportation. The program was initiated by the Surface Transportation Act of 1982 and became FTA's major transit assistance program in FY84. The Section 9 program provides funding for capital at 80 percent. Funds are apportioned to urbanized areas using a formula based on

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<sup>4</sup> Tennessee Department of Transportation, Office of Public Transportation, Summary of Federal and State Funds through the Tennessee Department of Transportation for Public Transportation, January 1996, part 2.

<sup>5</sup> Ibid, part 5.

<sup>6</sup> Ibid.

<sup>7</sup> Interview with Jim LaDieu of the Office of Public Transportation, April 11, 1997.

<sup>8</sup> Ibid.

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population, population density, and other factors associated with transit service and ridership.<sup>9</sup>

For FY91 to FY96, the federal government appropriated over \$43 million to pay for mass transit capital needs. The total amount of Section 9 grant funds from all government sources for FY95-96 has not increased beyond FY91-92 funding levels of \$12 million. (See Appendix C for capital assistance by system.)

***Capital Grant for Transportation Providers of the Elderly and Handicapped.*** Section 16 of the Federal Transit Act, as amended, makes funds available to meet the special transportation needs of elderly persons and persons with disabilities. These funds are apportioned to the states annually by a formula based on the number of elderly persons and persons with disabilities in each state. The program is administered through the states and specific funding decisions are made at the state level.<sup>10</sup>

Since FY91, the federal government has provided \$4,902,000 to over 100 eligible non-profit applicants in 57 counties. This assistance comes to an average of \$980,000 per year for vehicle replacements under Section 16. The median amount of Section 16 funds allocated to a county is \$2,640.

### ***Operating Grants for Urban Systems***

In Tennessee, all urban transit systems receive assistance from the Section 9 formula grant fund to offset a portion of the system's operating costs. Farebox revenue or money collected by bus drivers generates a small portion of the total cost needed to support transit operations. Farebox revenues as a percent of total operating expenditures vary from 44 percent to nine percent among urban systems in Tennessee.

The Federal Transit Administration apportions operating assistance to cover the revenue shortfall of urbanized areas using a formula based on population, population density, and other factors associated with transit service and ridership. For systems with service area populations below 200,000, the funds are allocated to the governor of each state.<sup>11</sup> Each system is required to provide a 50 percent match of the federal share.

In each year from FY92 to FY95, the federal government allocated over \$8 million in Section 9 funds to cover transit operating costs. Only in FY95-96 did the Federal Transit Administration reduce the level of assistance by nearly half to \$4,710,000.<sup>12</sup> The biggest cuts in federal funding came from the funds allocated to transit systems with service populations over 200,000. For a complete list of urban transit operating budgets for the last five years refer to Appendix D.

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<sup>9</sup> Federal Register, Vol. 60, No. 226 Part III, Friday, November 24, 1995.

<sup>10</sup> FTA 1994 Statistical Summaries - Grant Assistance Programs

<sup>11</sup> Federal Register, Vol. 60, No. 226, Part III, Friday, November 24, 1995.

<sup>12</sup> Information on Section 9 funds provided by the Office of Public Transportation, Department of Transportation.

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### ***Rural Transportation Grants***

Rural transportation grants are provided by FTA to the states for distribution according to statutory formula based on areas with less than 50,000 in population. Each state provides assistance to rural systems through the Section 18 non-urbanized grant program.

In Tennessee, the Section 18 program provides federal capital, operating, and administrative assistance to 11 rural transit systems. (These systems and the counties they serve are listed in a table on page 3.) On average, the federal government has appropriated \$3 million each year in assistance for the program since FY91. In addition to the FTA grant funds, TDOT provides on average \$2 million to these systems to support their operations, capital needs, and administrative costs.<sup>13</sup> See Appendix E for funding levels for rural transit systems by fiscal year.

### ***Total Grant Assistance By System***

The total amount of assistance received by urban transit systems from federal, state, local, and other sources has been provided in the following table. The amount of capital, operating, and planning assistance from federal, state, and local sources is presented in the two graphs that follow.

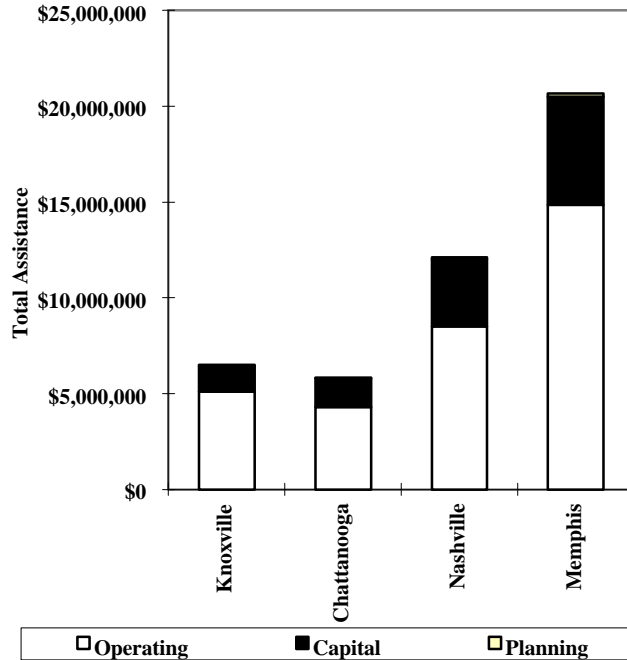
<b>Government Assistance by Urban Transit System for FY95-96</b>					
<b>Urban System</b>	<b>Federal</b>	<b>State</b>	<b>Local</b>	<b>Other*</b>	<b>Total</b>
<b>Bristol</b>	\$123,735	\$55,698	\$98,894	\$25,000	\$303,327
<b>Chattanooga</b>	\$1,683,393	\$1,105,854	\$3,058,232	\$3,333,000	\$9,180,480
<b>Clarksville</b>	\$507,345	\$161,178	\$360,109	\$272,550	\$1,301,182
<b>Gatlinburg</b>	\$0	\$67,719	\$251,562	\$267,436	\$586,717
<b>Jackson</b>	\$436,154	\$115,904	\$410,640	\$299,250	\$1,261,948
<b>Johnson City</b>	\$534,392	\$121,954	\$345,180	\$138,000	\$1,139,526
<b>Kingsport</b>	\$206,905	\$83,159	\$90,158	\$41,500	\$346,789
<b>Knoxville</b>	\$1,532,996	\$1,057,334	\$3,901,351	\$1,571,400	\$8,063,080
<b>Memphis</b>	\$6,339,296	\$3,474,154	\$10,864,014	\$10,012,076	\$30,689,540
<b>Nashville</b>	\$3,676,996	\$2,221,996	\$6,224,769	\$6,051,000	\$18,174,762
<b>Pigeon Forge</b>	\$0	\$62,076	\$292,666	\$150,000	\$504,742
<b>Totals</b>	\$15,041,212	\$8,512,857	\$25,990,421	\$22,188,250	\$71,732,741

\* Other Revenue includes farebox revenue and advertising revenue.

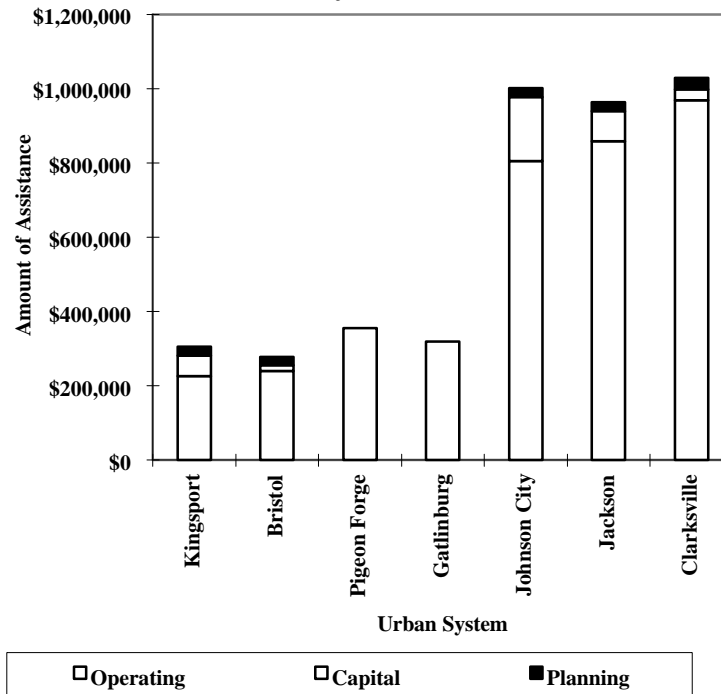
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<sup>13</sup> Tennessee Department of Transportation, Office of Public Transportation, Summary of Federal and State Funds through the Tennessee Department of Transportation for Public Transportation, January 1996, Part 7.

### Government Assistance to Large Urban Systems for FY96



### Government Assistance for Small Transit Systems, FY96



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## Analysis and Conclusions

**Most inner city neighborhoods with disproportionate poverty rates and high minority populations are receiving transportation funding and services.** Using a geographic information system, staff from the Office of Research and the Office of Local Government analyzed 1990 poverty and minority population data provided by the U.S. Census Bureau. The data was compared with the service areas of bus routes in nine cities in Tennessee. The analysis indicates that most neighborhoods with both high levels of poverty and high minority populations are receiving bus service.

### Disproportionately Poor Neighborhoods

In the nine cities examined, seven systems provide transit service for all disproportionately poor neighborhoods within the transit service area. Disproportionately poor neighborhoods were defined as areas where the majority of households have incomes below the poverty threshold established by the federal government. Disproportionately poor neighborhoods, especially in Chattanooga, Knoxville, Memphis, and Nashville, are scattered throughout the city limits and are generally found just beyond the urban core. The local transit authorities have identified these areas as having a need for service, as shown in Table 1.

Table 1. Disproportionately Poor Neighborhoods Served by Transit		
Urban Area	Poverty Neighborhoods	Percent
Bristol	None	-
Chattanooga	14 of 14	100%
Clarksville	2 of 2 (1 partial)*	100%
Jackson	5 of 5	100%
Johnson City	6 of 6 (1 partial)*	100%
Kingsport	3 of 4	75%
Knoxville	25 of 25	100%
Memphis	89 of 89	100%
Nashville	22 of 22	100%

*\* indicates partial service*

Three of four poor neighborhoods in Kingsport receive transit service. Further examination of the one disproportionately poor neighborhood in Kingsport that does not receive service shows that 52 percent of the households are below the poverty threshold. The neighborhood has a 96 percent white population with a per capita income of \$6,095. These statistics indicate that this neighborhood could use mass transit service. The city of Kingsport has recognized this as an area in need, and has proposed to extend service to this neighborhood, as well as other neighborhoods in the city.

Although the disproportionately poor neighborhoods in Clarksville and Johnson City receive transit service, both cities contain neighborhoods that receive only partial service. Partial service is indicated on a map when the service area intersects or splits the poverty



neighborhood.(See example on Map 1—Clarksville.) In other words, part of the disproportionately poor neighborhood receives service, while some portion of the neighborhood does not. In Clarksville, all of the households in the disproportionately poor neighborhood that receive partial service are below the poverty threshold and have a per capita income of only \$2,727. The population is 80 percent white and 20 percent minority. However, the total population in this neighborhood is only 30, and all of these people may reside in the portion of the neighborhood that is receiving service. More in-depth analysis of this area, as well as the neighborhood in Johnson City, would be required to determine if these areas are receiving adequate service. Overall in Tennessee, disproportionately poor neighborhoods are receiving some transit service.

### High Minority Neighborhoods

Staff analyzed transit service in high minority neighborhoods. These neighborhoods are defined as containing a minority population of 50 percent or more. Bristol and Johnson City contain no high numbers of minority neighborhoods, while the seven other cities have at least one of these neighborhoods. Six of these cities provide 100 percent service to their high minority neighborhoods, while Memphis provides service to 99 percent of its high minority neighborhoods. (See Table 2.)

<b>Table 2. High Minority Neighborhoods Served by Transit</b>		
<b>Urban Area</b>	<b>Minority Neighborhoods</b>	<b>Percent</b>
<b>Bristol</b>	None	-
<b>Chattanooga</b>	56 of 56	100%
<b>Clarksville</b>	4 of 4	100%
<b>Jackson</b>	20 of 20 (3 partial)*	100%
<b>Johnson City</b>	None	-
<b>Kingsport</b>	2 of 2	100%
<b>Knoxville</b>	28 of 28	100%
<b>Memphis</b>	328 of 330	99%
<b>Nashville</b>	100 of 100	100%

\* indicates partial service

Many minority neighborhoods are located in clusters around the urban core. However, in Memphis, which contains the most high minority neighborhoods (330) of the nine cities, several are located in suburban areas with a high concentration in the southern portion of the city. In an attempt to provide service to these and other neighborhoods, Memphis has a vast network of transit routes. The total number of transit miles is 409, and the transit system covers 199 square miles. (See Table 3.)

<b>Table 3. Miles and Service Area of Transit Systems</b>		
<b>Urban Area</b>	<b>Transit Svc Area (sq. miles)</b>	<b>Transit Miles Covered</b>
<b>Bristol</b>	9	14
<b>Chattanooga</b>	83	123
<b>Clarksville</b>	43	61
<b>Jackson</b>	30	54
<b>Johnson City</b>	23	53
<b>Kingsport</b>	12	16
<b>Knoxville</b>	72	164
<b>Memphis</b>	199	409
<b>Metro/Nashville</b>	235	385

Although the service area is extensive, two high minority neighborhoods are not located within the transit service area. These two adjacent neighborhoods are located in the extreme northern portion of the city and are bounded on one side by the city limits. (See example on Map 2—Memphis.) The per capita incomes for both neighborhoods are \$7,886 and \$8,374, respectively. While the percent of population below the federal poverty threshold in these two neighborhoods is relatively low (18.1 percent and 26.3 percent), this area may have a need for transit service.

In addition to these two neighborhoods receiving no service, Memphis has five neighborhoods receiving partial service. Chattanooga, Knoxville, and Nashville also have one or two high minority neighborhoods receiving partial service. As was the case in analyzing poor neighborhoods, the large size of the census block groups (neighborhoods) makes it difficult to determine if service is being provided to all residents of the neighborhood. To solve this problem, a more accurate method would be needed to analyze the service area with population data at the census block level, which is a smaller geographical area than the census block group. Although the poverty data does not exist at the block level, population data is available.

### **Census Block Level Analysis**

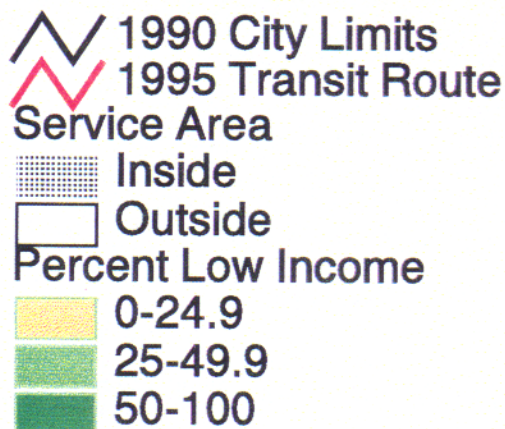
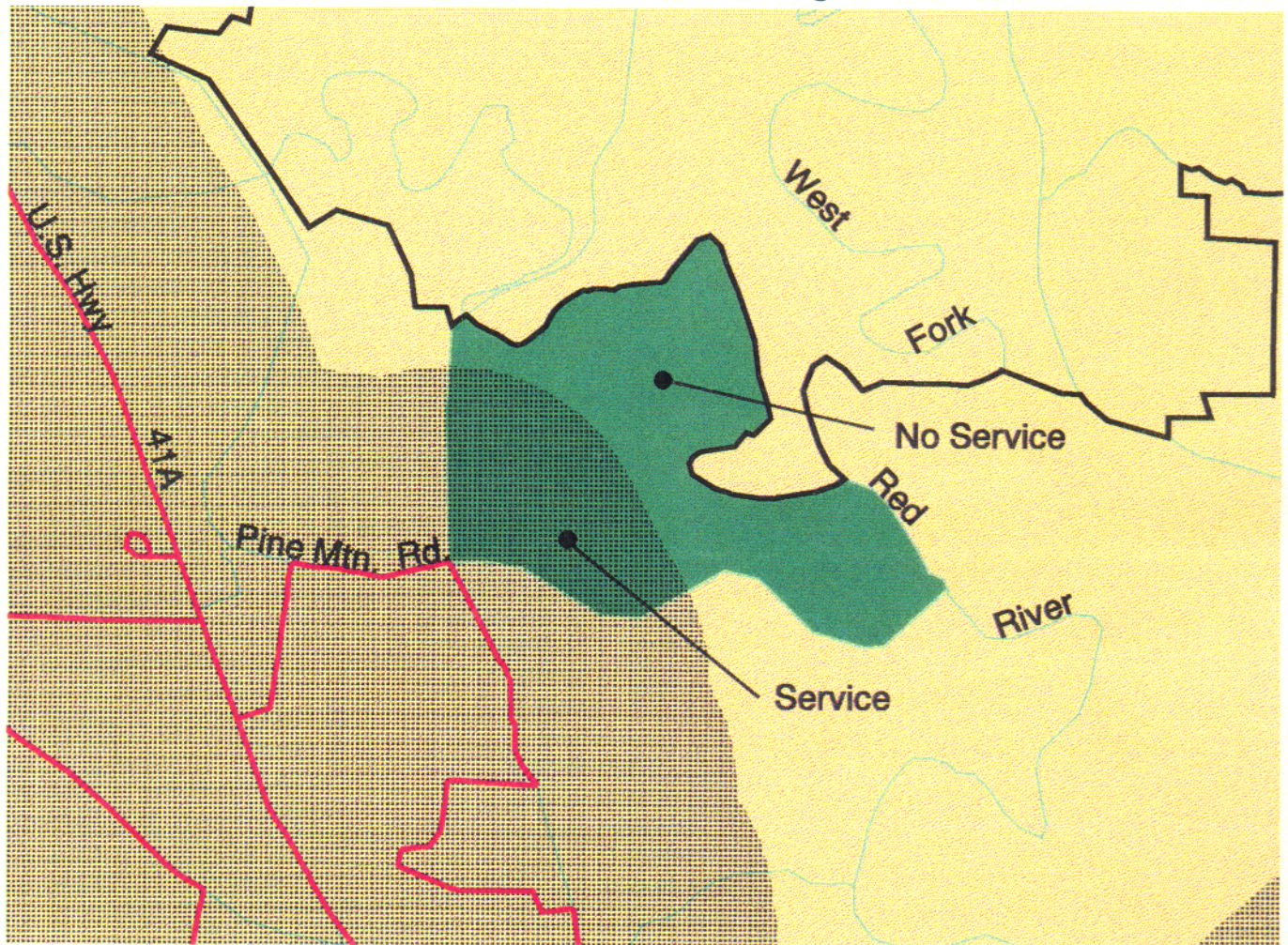
The results at the block level are quite revealing. Seven of the nine cities provide transit service to at least 98 percent of all minority residents. Kingsport and Bristol, which have relatively low minority populations, provide service to 88 percent of all minority residents. (See Table 4.)



# 1997 Mass Transit Study

## Clarksville Transit System

Low Income Neighborhood Receiving Partial Service

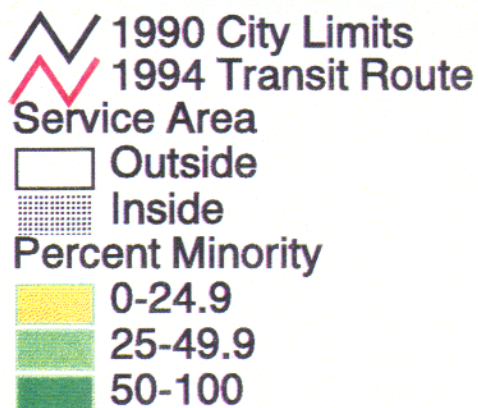
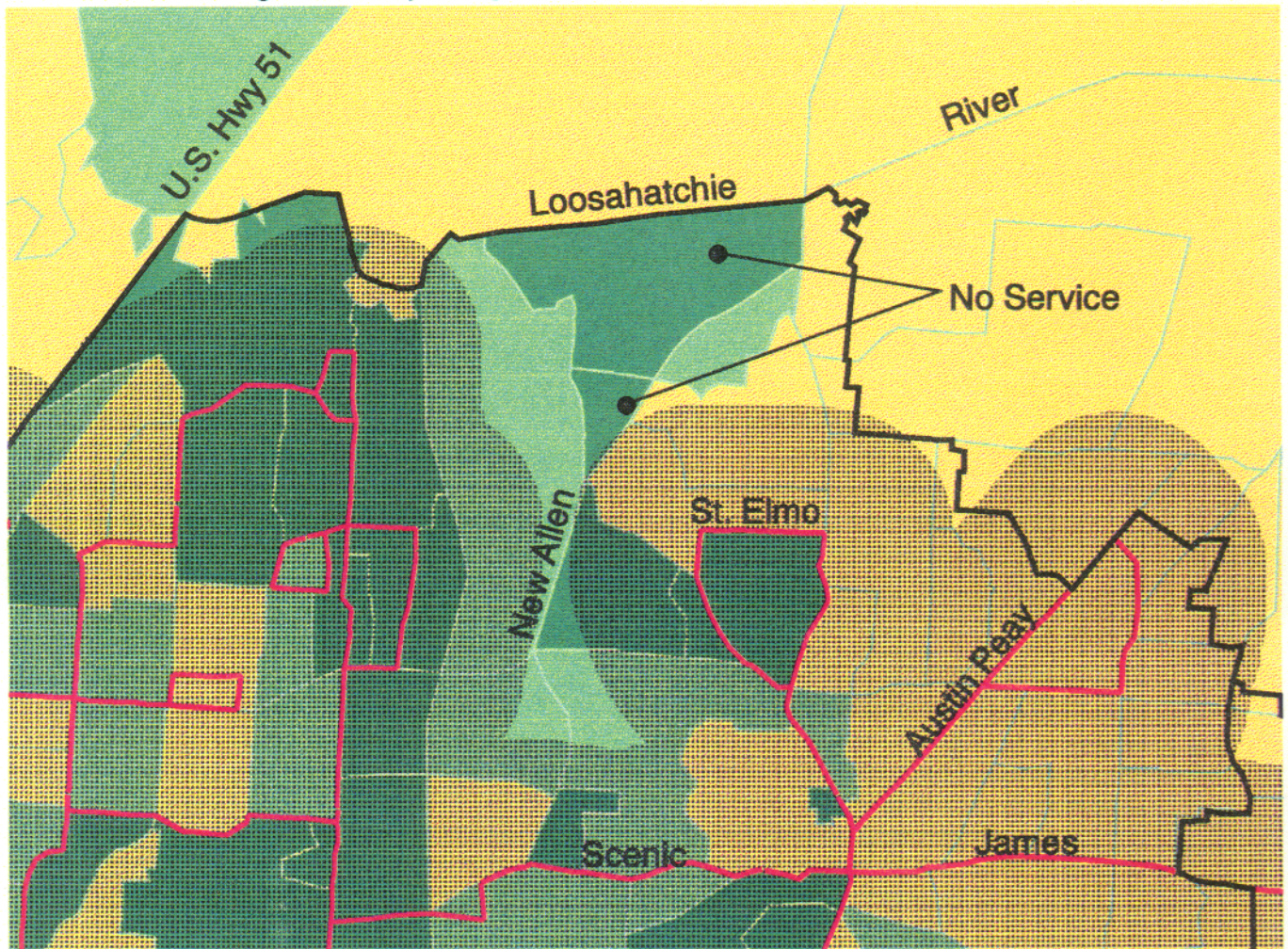




# 1997 Mass Transit Study

## Memphis Area Transit Authority

High Minority Neighborhoods Receiving No Service



<b>Table 4. Percent of Racial Population Served by Transit System</b>				
<b>Urban Area</b>	<b>Black</b>	<b>White</b>	<b>Other</b>	<b>Total</b>
<b>Bristol</b>	88%	79%	85%	79%
<b>Chattanooga</b>	98%	81%	77%	87%
<b>Clarksville</b>	98%	92%	97%	93%
<b>Jackson</b>	99%	91%	95%	94%
<b>Johnson City</b>	99%	95%	96%	95%
<b>Kingsport</b>	88%	68%	67%	69%
<b>Knoxville</b>	98%	96%	97%	96%
<b>Memphis</b>	99%	97%	97%	98%
<b>Metro/Nashville</b>	98%	96%	96%	94%

These statistics indicate that minority residents throughout the nine cities examined have access to mass transit.

In conclusion, the analysis reveals that the transit routes and service areas in all nine cities cover an extensive area and provide sufficient service to disproportionately poor and minority neighborhoods. A very small percentage of these neighborhoods receive only partial service, but more in-depth analysis would be required to determine if additional service is required in these areas.

The technique used for this analysis was limited to whether or not a transit route served a neighborhood or census block. The amount of service for each route was not factored into the analysis because some neighborhoods exist on transportation corridors and would incorrectly reflect more service being provided to these neighborhoods than other neighborhoods located farther out in the city. Also, paratransit transit routes were not analyzed because these transit systems do not have any structured routes that can be evaluated.

**The Department of Transportation could improve its efforts to ensure that transit systems comply with Title VI of the Civil Rights Act of 1964.**

The Federal Transit Administration of the U. S. Department of Transportation is responsible for overseeing and ensuring compliance with all civil rights requirements that apply to federally assisted transit projects. States in turn are required to monitor compliance of local federally assisted activities to ensure that they are in compliance with Title VI.<sup>14</sup> The U. S. Department of Transportation's regulation 49 CFR Part 21 and Circular 4702.1 require states to monitor federally assisted activities to ensure that they are in compliance with Title VI. However, the Department has relied on the Federal Transit Administration to make determinations as to whether transit systems are complying with Title VI. The Office of Public Transportation's main activity to ensure Title VI compliance has been to require that rural transit systems submit a Title VI assurance certification each year with Section 18 grant applications. The Department has

<sup>14</sup> U.S. Commission on Civil Rights, Federal Title VI Enforcement to Ensure Nondiscrimination in Federal Assisted Programs, June 1996, p. 576



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not conducted site visits to urban transit systems to determine if systems are complying with Title VI, although the department does visit rural transit systems.

The Department has not encouraged transit systems to be involved in outreach efforts or to educate riders about their rights under Title VI. Transit systems typically limit their involvement to advertising public meetings about route adjustments, fare increases, and elimination of service in local newspapers.

The Department has not routinely conducted site visits for urban transit systems to determine if the systems actually comply with the intent of Title VI and are not just providing necessary documentation. Officials of the Office of Public Transportation stated that it is the Federal Transit Administration's responsibility to conduct on-site reviews of urban transit systems. However, the U.S. Commission on Civil Rights found that the contractors hired by the Federal Transit Administration to do on-site reviews often do not have sufficient experience to conduct adequate Title VI compliance reviews.<sup>15</sup>

The Department could better ensure compliance with Title VI, encourage systems to conduct outreach efforts, and educate riders of their rights under Title VI if it conducted annual on-site reviews with each transit system.

**Each transit system has submitted the necessary documentation to comply with Title VI rules and regulations as established by the Federal Transit Administration.**

The Federal Transit Administration regional office was asked by the staff of the Office of Research to review all Title VI documentation from transit systems in Tennessee and report as to whether they have complied with Title VI. (See Appendix G.) Gatlinburg Mass Transit and Pigeon Forge Trolley Systems are not required to submit a Title VI report, but have submitted a Title VI letter of assurance with their grant assistance application as required by FTA.

A review of the Title VI reports showed that only the Chattanooga Area Regional Transit Authority (CARTA) has a pending lawsuit that alleges discrimination on the basis of race. This lawsuit alleges that the U.S. Secretaries of Labor and Transportation, U.S. Attorney General, and CARTA have failed in their duties to enforce the anti-discrimination provision of Title VI as it applies to recipients of federal funds. To date, CARTA has not been found guilty of any discriminatory activities.

Rural transit systems are required by the Federal Transit Administration to certify that they are in compliance with Title VI requirements by submitting a letter of assurance with their annual grant applications. However, the Office of Public Transportation requires all rural transportation providers to submit to a Section 5311 management review each year. The management review is a limited on-site inspection used to determine if rural systems comply with the civil rights law, disadvantaged business enterprise rules, and federal regulations, and to assess the effectiveness and efficiency of operations.

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<sup>15</sup> Ibid., p.575.

The management reviews indicate that none of the 11 rural systems had any civil rights complaints filed against them in the past year. All 11 rural systems also have disadvantaged business enterprise programs in place, but two systems failed to advertise DBE opportunities. The Department of Transportation responded to these shortcomings by requesting the two systems take corrective actions, but has not withheld any funds. (See Appendix F for a list of management review questions.)

### **Minorities and women are underrepresented on transit boards and advisory committees.**

Regulations promulgated by the U.S. Department of Transportation, 49 CFR Part 21, to implement Title VI forbid a recipient of federal financial assistance from denying a person the opportunity to be considered for membership on a planning or advisory body that is an integral part of the program. Data received by the Office of Research clearly show that minorities and women are underrepresented on rural and urban planning and advisory bodies.

The composition of Human Resource Agencies' boards may be difficult to control because state law requires governing boards to consist of specific officials, most of whom are elected by the public. *Tennessee Code Annotated* §13-26-103 requires that boards be composed of the county executive of each county in the district, the mayor of each municipality in the district, the chief executive officer of any metropolitan government within the district, one representative from a local agency in each county knowledgeable of human resource agencies, and one state senator and one state representative whose districts lie wholly or in part within the development district. In Hancock and Hamilton Counties, the County Commission serves as the board of directors.

In rural systems, 90 percent of board members are white. Ten percent of the white board members are women. Only five percent of board directors are black, while no other minorities serve on transit boards. One percent of all transit board members are black women.

The following chart shows that women are underrepresented on every rural transit board and advisory committee except in Hamilton County. Minorities are underrepresented on the boards of Delta and Mid-Cumberland Human Resource Agencies.

### **Chart of Gender and Race Representation of Rural Transit Boards**

Rural Transit System	Male			Female		
	White	Black	Other	White	Black	Other
<b>First Tennessee HRA</b>						
Board of Directors	30 94%	0	0	2 6%	0	0
Pop. of Service Area	47%	1%	0%	51%	1%	0%
<b>East Tennessee HRA</b>						
Board of Directors	24 80%	1 3%	0	4 14%	1 3%	0
Advisory Committee	4 / 100%	0	0	0	0	0
Pop. of Service Area	45%	2%	1%	49%	2%	1%

Rural Transit System	Male			Female		
	White	Black	Other	White	Black	Other
<b>Southeast Tennessee HRA</b>						
Board of Directors	38 81%	0	0	9 19%	0	0
Advisory Committee	3 50%	0	0	3 50%	0	0
Pop. of Service Area	47%	2%	0%	49%	2%	0%
<b>Upper Cumberland HRA</b>						
Board of Directors	58 94%	0	0	4 6%	0	0
Advisory Committee	5 100%	0	0	0	0	0
Pop. of Service Area	48%	1%	0%	50%	1%	0%
<b>Mid-Cumberland HRA</b>						
Board of Directors	10 83%	0	0	2 17%	0	0
Pop. of Service Area	41%	7%	1%	42%	8%	1%
<b>South Central Development District</b>						
Board of Directors	35 83%	4 10%	0	3 7%	0	0
Advisory Committee	15 33%	6 14%	0	19 42%	5 11%	0
Pop. of Service Area	45%	4%	0%	47%	4%	0%
<b>Northwest HRA</b>						
Board of Directors	54 89%	4 6%	0	3 5%	0	0
Advisory Committee	12 80%	3 20%	0	0	0	0
Pop. of Service Area	42%	6%	0%	45%	7%	0%
<b>Southwest HRA</b>						
Board of Directors	12 63%	3 17%	0	2 10%	2 10%	0
Advisory Committee	4 58%	1 14%	0	1 14%	1 14%	0
Pop. of Service Area	37%	11%	0%	39%	13%	0%
<b>Delta HRA</b>						
Board of Directors	6 67%	1 11%	0	1 11%	1 11%	0
Pop. of Service Area	27%	20%	1%	29%	23%	0%
<b>Hamilton County*</b>						
Advisory Committee	4 19%	2 10%	0	12 57%	3 14%	0
Pop. of Service Area	38%	8%	1%	42%	10%	1%
<b>Hancock County*</b>						
Board of Directors	14 93%	0	0	1 7%	0	0
Pop. of Service Area	47%	2%	0%	51%	0%	0%



Totals	Male			Female		
	White	Black	Other	White	Black	Other
<b>Board of Directors</b>	281 85%	13 4%	0 0%	31 10%	4 1%	0 0%
<b>Advisory Committee</b>	63 53%	12 10%	0 0%	35 29%	9 8%	0 0%

\* County Commission serves as board of directors. Source: Office of Public Transportation, 1996

The mayors in the cities of Chattanooga, Jackson, Knoxville, Memphis, and Nashville are responsible for appointing representatives to the transit boards of directors and advisory committees. The representatives of the boards and advisory committees for the remaining urban systems are appointed by the city council.

For urban systems, 75 percent of board members are white, with only 12 percent represented by white women. Twenty-five percent of all board members are black, with eight percent who are black women and 17 percent who are black men.

The chart below shows that women are underrepresented on all urban boards and advisory committees with the exceptions of CARTA Committee and MATA Board. Minorities are underrepresented on CARTA Board of Directors and Advisory Committee and on the Clarksville Transit System Board of Directors as compared to the population that resides in these urban centers.

### Chart of Gender and Race Representation of Urban Transit Boards

Urban Transit System	Male			Female		
	White	Black	Other	White	Black	Other
<b>Bristol Transit System</b>						
<b>Board of Directors</b>	4 80%	0	0	1 20%	0	0
<b>Pop. of Urban Center</b>	45%	1%	1%	51%	1%	1%
<b>Chattanooga Area Regional Transportation Authority</b>						
<b>Board of Directors</b>	6 60%	2 20%	0	2 20%	0	0
<b>Advisory Committee</b>	6 40%	2 13%	0	5 34%	2 13%	0
<b>Pop. of Urban Center</b>	30%	15%	1%	34%	19%	1%
<b>Clarksville Transit System</b>						
<b>Board of Directors</b>	4 100%	0	0	0	0	0
<b>Pop. of Urban Center</b>	39%	11%	2%	36%	10%	2%
<b>Gatlinburg Transit System</b>						
<b>Board of Directors</b>	5 100%	0	0	0	0	0
<b>Pop. of Urban Center</b>	47%	0%	1%	51%	0%	1%
<b>Jackson Transit Authority</b>						
<b>Board of Directors</b>	2 40%	2 40%	0	0	1 20%	0
<b>Pop. of Urban Center</b>	27%	20.5%	0%	32%	20.5%	0%

Urban Transit System	Male			Female		
	White	Black	Other	White	Black	Other
<b>Kingsport Transit System</b>						
Board of Directors	4 58%	1 14%	0	2 28%	0	0
Advisory Committee	6 75%	0	0	2 25%	0	0
Pop. of Urban Center	43%	2%	0%	52%	3%	0%
<b>Knoxville Transit Authority</b>						
Board of Directors	2 33%	2 33%	0	1 17%	1 17%	0
Advisory Committee	3 38%	3 38%	0	1 12%	1 12%	0
Pop. of Urban Center	39%	7%	1%	44%	8%	1%
<b>Memphis Area Transit Authority</b>						
Board of Directors	2 28%	2 28%	0	1 16%	2 28%	0
Pop. of Urban Center	21%	25%	1%	23%	30%	0%
<b>Nashville-Metro Transit Authority</b>						
Board of Directors	4 68%	1 16%	0	0	1 16%	0
Advisory Committee	9 60%	0	0	5 33%	1 7%	0
Pop. of Urban Center	35%	11%	1%	39%	13%	1%
<b>Pigeon Forge Transit System</b>						
Board of Directors	5 100%	0	0	0	0	0
Pop. of Urban Center	47%	52%	0%	0%	0%	1%
<b>Totals</b>						
Board of Directors	38 63%	10 17%	0 0%	7 12%	5 8%	0 0%
Advisory Committee	24 52%	5 11%	0 0%	13 28%	4 9%	0 0%

Source: Transit Systems and Office of Public Transportation, 1996.

**The Office of Public Transportation has not analyzed transit operations data to determine if patterns of discrimination have occurred.**

Title VI forbids discrimination based on race, color, or national origin. Under Presidential Executive Order 12250, states are required to collect and maintain data on recipients for analyses to determine if any patterns of discrimination have occurred. The Department of Transportation receives data from transit systems but has not performed any analyses to determine if discrimination has occurred in the delivery of transportation services. The data includes information on the number of riders, hours of operation, area of service, miles of service, revenue received, consumption of fuel, and other useful indicators. Officials with the Office of Public Transportation rely entirely upon the filing of complaints or lawsuits to determine if any discrimination has occurred. Only then do they investigate charges of discriminatory practices.

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**The Department of Transportation has not filed rules with the Secretary of State or published procedures that explicitly state how transit funds are allocated.**

These rules or procedures would allow grantees and the public access to the methodology used in determining the amount of assistance. Without formalized rules or procedures, transit systems cannot determine if the amount of assistance they receive from the Department of Transportation is correct and equitable or question the amount of assistance they receive from the Department of Transportation.

**Transit systems have not received equal grant allocations based on performance.**

Officials with the Department of Transportation indicated that they have not compared the service data of transit systems with funding allocations to determine if systems are receiving an equitable share of transit funds. They acknowledged that the current practice of allocating transit public assistance based on population has its weaknesses, and that they are presently involved in incorporating performance measures into next year's work plan. However, DOT officials indicated they have reservations about the effectiveness of performance measures in allocating funding for transit operations because the state's proportion of transit assistance is small compared to the federal and local share of funding. Therefore, performance based funding may not significantly affect local transit decisions.

Yet, there seems to be a general consensus that transit performance measures should be used to assist states in evaluating transit performance and to provide a management system to monitor and improve transit services.<sup>16</sup> Some states have used performance measures to provide an incentive level of funding rather than a determinant of base allocations.<sup>17</sup> Office of Public Transportation officials indicate they will consider including performance measures in their funding formula.

**Assistance to Urban Systems inequitable**

A review of transit funds shows that the amount of government operating assistance available to transit systems does not correspond with the amount of service provided to the public.

Kingsport, for example, receives \$60 of assistance per revenue hour (hours buses are in service), more than any other system. Bristol Transit System covers an area that is similar in size and transports more riders than Kingsport Transit, yet receives 36 percent less in available federal and state subsidies. The Department of Transportation indicates that Kingsport uses less of its allocation and has a taxicab subsidy system in place.<sup>18</sup> This statement still does not entirely explain why Kingsport is allocated more assistance than other systems when size and performance are factored in. Clarksville receives more assistance than Jackson, yet Jackson provides more service to riders and operates more hours.

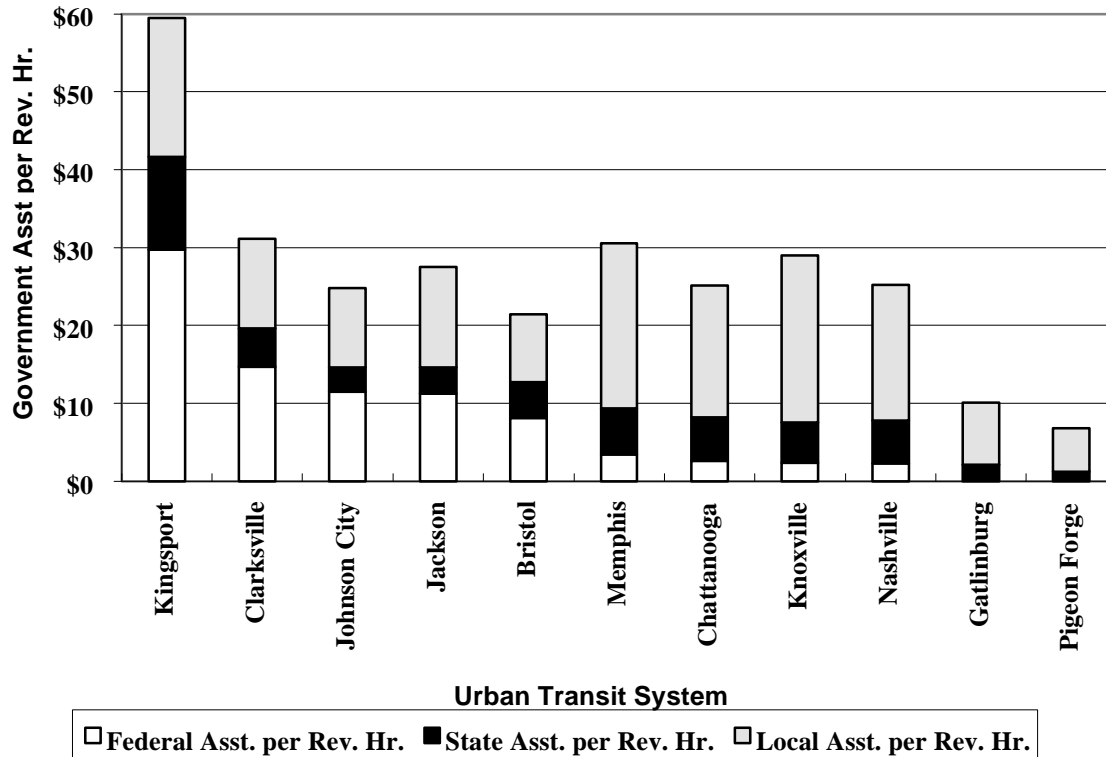
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<sup>16</sup> Transportation Research Board, National Research Council, *The Role of Performance-Based Measures in Allocating Funding for Transit Operations*, TCRP Synthesis 6, 1997, p.25.

<sup>17</sup> Ibid. p.25

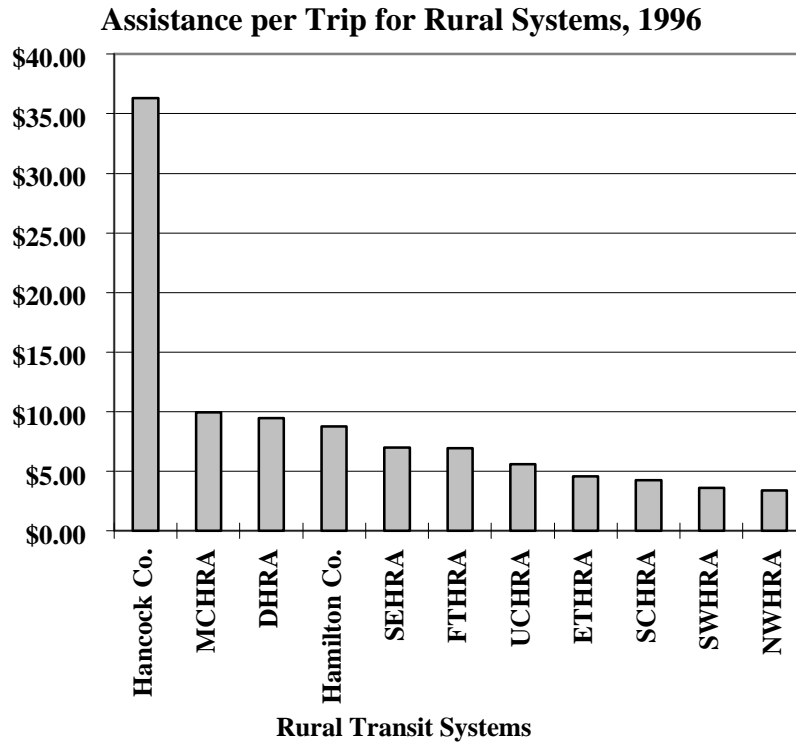
<sup>18</sup> Office of Public Transportation, Department of Transportation, communication on March 13, 1997.

**Government Assistance per Revenue Hour by System, 1996**



### **Assistance to Rural Systems inequitable**

Government assistance to rural systems is also inequitably distributed. The amount of assistance received to transport riders in Hancock county is unusually high compared to the assistance per rider of systems that have larger service areas. Hancock County has its own system and is not part of a larger HRA system, thus reducing efficiencies resulting from economies of scale. Transportation officials should consider whether Hancock County needs to have its own system rather than being part of a more efficient HRA rural transit system. The exhibit on page 21 shows the total amount of federal, state, and local assistance rural systems receive per trip.



### **Comparison of Urban and Rural Systems**

Urban and rural transit systems are very different though they do accomplish the same goals of providing mobility to the public. The number of riders is greater and typically the service area is smaller in urban transit systems. Also, vehicles used by urban transit systems are larger than those used in rural transit systems. Grant assistance provided to urban systems is typically earmarked for specific purposes while rural systems are given more latitude.

All these factors make it difficult to compare urban and rural systems with any degree of accuracy. For this reason, the only comparisons made in this study have been among transit systems within urban and rural classifications.

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## Recommendations

The Department of Transportation should consider adopting the following recommendations to ensure that citizens receive equitable transportation services and that their rights under Title VI of the Civil Rights Act of 1964 have not been compromised.

- **The Department of Transportation should encourage transit systems to conduct outreach efforts and educate riders about their rights under Title VI.** This recommendation would help build strong ties between the transit system and riders, and prevent discriminatory practices from occurring. By conducting community outreach, transit systems would learn of concerns that affect communities and receive public input in the development of Title VI programs.
- **The Department of Transportation should encourage transit systems to establish transit boards and advisory committees whose representation reflects that of the general population or service area.** Federal regulations forbid transit systems from denying a person the opportunity to be considered for membership on a planning or advisory body. By adopting this recommendation, transit policy decisions will be made by groups that are more representative of the community or riding public. This action will also foster a more trustworthy relationship between the public and decision makers in the area of transit policy.
- **The Department of Transportation should conduct on-site visits of all transit systems to determine if they are in compliance with Title VI.** Federal regulations require each state to determine if the intent of Title VI is being carried out. The department cannot determine with confidence that transit systems are in compliance with all federal and state regulations without visiting the systems. Presently, the department relies solely on transit systems' submission of required documentation to the Federal Transit Administration to comply with Title VI. The department has relied on passive and reactive methods, such as desk audits, to determine compliance and not on proactive methods such as on-site compliance reviews.
- **The Department of Transportation should file rules with the Secretary of State or publish procedures it follows in allocating transit funds.** This action would enable transit systems as well as the public to understand the methodology used and foster a closer relationship between transit systems and the department.
- **The Department of Transportation should allocate discretionary operating assistance to urban transit systems based on performance.** The department should allocate a base amount of discretionary funding to each system and allocate the rest of the operating assistance based on passengers per hour or other criteria reported by each system. The department could conduct on-site visits to ensure urban systems are accurately reporting revenue hours. This method of distribution would be more equitable than providing assistance based on urban population.

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## Appendix A

### Public Chapter No. 695 SENATE BILL NO. 2322

By Dixon, Harper

Substituted for: House Bill No. 2662

By Brooks, Bowers, Brown, DeBerry, J., Pruitt, Miller, Langster, Burchett, DeBerry, L.,  
Turner (Shelby), Jones, U. (Shelby), Towns, Armstrong

AN ACT To amend Tennessee Code Annotated, Title 4 and Title 55, relative to mass transit in urban areas.

BE IT ENACTED BY THE GENERAL ASSEMBLY OF THE STATE OF  
TENNESSEE:

SECTION 1. Tennessee Code Annotated, Title 4, Chapter 21, is amended by adding the following as a new section to be appropriately designated:

SECTION\_\_\_\_. (a) On or before July 1, 1997, the Comptroller of the Treasury shall undertake and complete a study of the differences, if any, in the funding of mass transit services for inner-city neighborhoods in comparison with the funding received for such services in non-inner-city neighborhoods. "Inner-city neighborhoods" means those census tracts in urban municipalities with disproportionate poverty rates according to the last federal census. Special attention shall be given to the treatment of racial minorities and other protected classes under this chapter and Title VI of the federal Civil Rights Act of 1964. The study shall identify potential areas of discrimination in violation of this chapter and Title VI. The analysis shall include a treatment of relevant statistical disparities for funding among classes protected by such statutes. The Comptroller shall report the findings of the study to the General Assembly and the Governor.

(b) All agencies of the executive branch and metropolitan planning organizations in this state shall cooperate with the Comptroller and provide necessary information and assistance for this study.

SECTION 2. This act shall take effect upon becoming law, the public welfare requiring it.

## Appendix B

### Section 8 Planning Grant Recipients by Fiscal Year

	FY91-92		FY92-93		FY93-94		FY94-95		FY95-96		Total
Urban Area	Federal	State	Federal	State	Federal	State	Federal	State	Federal	State	
<b>Bristol</b>	\$20,000	\$2,500	\$35,600	\$3,200	\$13,443	\$1,680	\$20,735	\$2,592	\$20,735	\$2,592	\$113,077
<b>Chattanooga</b>	\$34,000	\$4,250	\$63,000	\$7,875	\$31,832	\$3,979	\$39,455	\$4,932	\$39,455	\$4,932	\$233,710
<b>Clarksville</b>	\$20,000	\$2,500	\$20,000	\$2,500	\$16,332	\$2,042	\$21,650	\$2,706	\$26,695	\$3,337	\$117,762
<b>Jackson</b>	\$20,000	\$2,500	\$20,000	\$2,500	\$21,966	\$2,746	\$21,154	\$2,644	\$21,154	\$2,644	\$117,308
<b>Johnson City</b>	\$20,000	\$2,500	\$30,000	\$3,750	\$21,966	\$2,746	\$21,792	\$2,724	\$21,792	\$2,724	\$129,994
<b>Kingsport</b>	\$20,000	\$2,500	\$20,000	\$2,500	\$20,593	\$2,574	\$21,809	\$2,726	\$21,809	\$2,726	\$117,237
<b>Knoxville</b>	\$32,400	\$4,050	\$60,000	\$7,550	\$35,349	\$4,419	\$39,023	\$4,818	\$39,023	\$4,878	\$231,510
<b>Memphis</b>	\$149,700	\$18,713	\$149,700	\$18,713	\$155,926	\$19,491	\$166,259	\$20,782	\$166,259	\$20,782	\$886,325
<b>Nashville</b>	\$72,300	\$9,038	\$72,300	\$9,038	\$78,853	\$9,857	\$484,771	\$10,596	\$84,771	\$10,596	\$442,120

Office of Public Transportation, Tennessee Department of Transportation

Note: Local Governments are not required to provide matching funds to receive Section 8 grant funds.



## Appendix C

### Section 3 & 9 Urban Area Capital Assistance by Year

Urban Area	FY91-92	Pct	FY92-93	Pct	FY93-94	Pct	FY94-95	Pct	FY95-96	Pct
<b>Bristol</b>										
Federal	\$187,200	92%	\$16,000	80%	\$72,800	80%	\$0	0%	\$12,000	80%
State	\$7,800	4%	\$2,000	10%	\$9,100	10%	\$0	0%	\$1,500	10%
Local	\$7,800	4%	\$2,000	10%	\$9,100	10%	\$0	0%	\$1,500	10%
Total	\$202,800	100%	\$20,000	100%	\$91,000	100%	\$0	0%	\$15,000	100%
<b>Chattanooga</b>										
Federal	\$3,573,280	76%	\$464,575	80%	\$2,662,933	80%	\$1,942,432	80%	\$1,193,203	80%
State	\$572,737	12%	\$58,072	10%	\$332,867	10%	\$242,804	10%	\$149,150	10%
Local	\$572,737	12%	\$58,072	10%	\$332,867	10%	\$242,804	10%	\$149,150	10%
Total	\$4,718,754	100%	\$580,719	100%	\$3,328,666	100%	\$2,428,040	100%	\$1,491,504	100%
<b>Clarksville</b>										
Federal	\$442,250	78%	\$132,000	80%	\$634,200	80%	\$0	0%	\$24,000	80%
State	\$65,375	11%	\$16,500	10%	\$79,275	10%	\$0	0%	\$3,000	10%
Local	\$65,375	11%	\$16,500	10%	\$79,275	10%	\$0	0%	\$3,000	10%
Total	\$573,000	100%	\$165,000	100%	\$792,750	100%	\$0	0%	\$30,000	100%
<b>Jackson</b>										
Federal	\$693,220	78%	\$24,00	80%	\$820,000	80%	\$0	0%	\$64,000	80%
State	\$99,778	11%	\$3,000	10%	\$102,500	10%	\$0	0%	\$8,000	10%
Local	\$99,778	11%	\$3,000	10%	\$102,500	10%	\$0	0%	\$8,000	10%
Total	\$892,775	100%	\$30,000	100%	\$1,025,000	100%	\$0	0%	\$80,000	100%
<b>Johnson City</b>										
Federal	\$479,125	76%	\$224,000	80%	\$401,700	80%	\$0	0%	\$137,600	80%
State	\$76,687	12%	\$28,000	10%	\$50,213	10%	\$0	0%	\$17,200	10%
Local	\$76,687	12%	\$28,000	10%	\$50,213	10%	\$0	0%	\$17,200	10%
Total	\$632,499	100%	\$280,000	100%	\$502,125	100%	\$0	0%	\$172,000	100%
<b>Kingsport</b>										
Federal	\$99,375	76%	\$96,000	80%	\$489,600	80%	\$0	0%	\$44,000	80%
State	\$16,562	12%	\$12,000	10%	\$61,200	10%	\$0	0%	\$5,500	10%
Local	\$16,562	12%	\$12,000	10%	\$61,200	10%	\$0	0%	\$5,500	10%
Total	\$132,499	100%	\$120,000	100%	\$612,000	100%	\$0	0%	\$55,000	100%
<b>Knoxville</b>										
Federal	\$1,257,134	78%	\$474,456	80%	\$1,868,682	80%	\$3,609,220	80%	\$1,080,453	80%
State	\$185,267	11%	\$59,307	10%	\$233,585	10%	\$451,153	10%	\$135,057	10%
Local	\$185,267	11%	\$59,307	10%	\$233,585	10%	\$451,153	10%	\$135,057	10%
Total	\$1,627,667	100%	\$593,070	100%	\$2,335,853	100%	\$4,511,525	100%	\$1,350,566	100%
<b>Memphis</b>										
Federal	\$6,358,790	80%	\$1,671,594	0%	\$6,470,908	80%	\$4,283,650	80%	\$4,512,112	80%
State	\$794,849	10%	\$208,949	0%	\$808,864	10%	\$535,456	10%	\$564,014	10%
Local	\$794,849	10%	\$208,949	0%	\$808,864	10%	\$535,456	10%	\$564,014	10%
Total	\$7,948,488	100%	\$2,089,493	0%	\$8,088,635	100%	\$5,354,563	100%	\$5,640,140	100%

### Section 3 & 9 Urban Area Capital Assistance by Year

Urban Area	FY91-92	Pct	FY92-93	Pct	FY93-94	Pct	FY94-95	Pct	FY95-96	Pct
<b>Nashville</b>										
<b>Federal</b>	\$5,360,000	74%	\$1,257,486	80%	\$3,424,585	80%	\$2,955,697	80%	\$2,822,154	80%
<b>State</b>	\$982,500	13%	\$157,186	10%	\$428,073	10%	\$369,462	10%	\$352,769	10%
<b>Local</b>	\$982,500	13%	\$157,186	10%	\$428,073	10%	\$369,462	10%	\$352,769	10%
<b>Total</b>	\$7,325,000	100%	\$1,571,858	100%	\$4,280,731	100%	\$3,694,621	100%	\$3,527,693	100%

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## Appendix D

### Total Urban Area Operating Assistance

Urban Area	FY91-92	Pct	FY92-93	Pct	FY93-94	Pct	FY94-95	Pct	FY95-96	Pct
<b>Bristol</b>										
Federal	\$80,000	36%	\$80,000	35%	\$85,000	43%	\$87,500	36%	\$91,000	34%
State	\$41,411	19%	\$49,768	22%	\$47,587	24%	\$49,622	20%	\$51,606	19%
Local	\$74,024	34%	\$75,232	33%	\$37,413	19%	\$79,113	33%	\$97,394	37%
Other	\$25,000	11%	\$24,000	10%	\$26,000	13%	\$26,000	11%	\$25,000	9%
Total	\$220,435	100%	\$229,000	100%	\$196,000	100%	\$242,235	100%	\$265,000	100%
<b>Chattanooga</b>										
Federal	\$975,600	17%	\$970,800	17%	\$969,262	16%	\$921,813	14%	\$450,735	6%
State	\$653,928	12%	\$686,684	12%	\$769,115	13%	\$811,440	12%	\$951,772	12%
Local	\$1,921,272	34%	\$2,050,316	35%	\$2,050,316	34%	\$2,543,247	38%	\$2,909,082	38%
Other	\$2,031,000	37%	\$2,167,400	37%	\$2,299,600	38%	\$2,453,000	36%	\$3,333,000	44%
Total	\$5,581,800	100%	\$5,875,200	100%	\$6,088,293	100%	\$6,729,500	100%	\$7,644,589	100%
<b>Clarksville</b>										
Federal	\$340,000	37%	\$329,978	33%	\$391,500	34%	\$455,000	37%	\$456,650	6%
State	\$88,149	10%	\$107,235	11%	\$142,781	12%	\$148,886	12%	\$154,841	12%
Local	\$286,001	31%	\$328,503	33%	\$349,993	30%	\$377,164	30%	\$357,109	38%
Other	\$200,000	22%	\$225,000	23%	\$266,914	23%	\$260,000	21%	\$272,550	44%
Total	\$914,150	100%	\$990,716	100%	\$1,151,188	100%	\$1,241,050	100%	\$1,241,150	100%
<b>Jackson</b>										
Federal	\$285,800	33%	\$321,000	32%	\$337,500	32%	\$351,000	32%	\$351,000	30%
State	\$79,580	9%	\$96,700	10%	\$97,061	9%	\$101,211	9%	\$105,260	9%
Local	\$243,500	28%	\$317,987	32%	\$337,500	32%	\$418,789	38%	\$402,640	35%
Other	\$255,000	30%	\$266,000	27%	\$281,137	27%	\$236,250	21%	\$299,250	26%
Total	\$863,880	100%	\$1,001,687	100%	\$1,053,198	100%	\$1,107,250	100%	\$1,158,150	100%
<b>Johnson City</b>										
Federal	\$268,100	38%	\$304,300	41%	\$330,050	42%	\$374,898	44%	\$375,000	40%
State	\$65,344	9%	\$79,197	11%	\$94,083	12%	\$98,105	12%	\$102,030	11%
Local	\$202,756	29%	\$225,103	30%	\$235,967	30%	\$235,967	28%	\$327,980	35%
Other	\$166,200	24%	\$140,000	19%	\$130,000	16%	\$140,400	17%	\$138,000	15%
Total	\$702,400	100%	\$746,600	100%	\$790,100	100%	\$849,370	100%	\$943,010	100%
<b>Kingsport</b>										
Federal	\$83,690	46%	\$93,261	46%	\$91,726	46%	\$135,000	47%	\$141,096	44%
State	\$33,475	18%	\$37,304	18%	\$37,490	19%	\$54,130	19%	\$56,438	17%
Local	\$50,214	27%	\$55,957	28%	\$56,235	28%	\$81,195	28%	\$84,658	26%
Other	15,500	8%	\$15,500	8%	\$15,500	8%	\$15,500	5%	\$41,500	13%
Total	182,879	100%	\$202,022	100%	\$200,951	100%	\$285,825	100%	\$323,692	100%

## Total Urban Area Operating Assistance

Urban Area	FY91-92	Pct	FY92-93	Pct	FY93-94	Pct	FY94-95	Pct	FY95-96	Pct
<b>Knoxville</b>										
<b>Federal</b>	\$895,102	22%	\$890,675	15%	\$889,235	15%	\$891,575	14%	\$413,520	6%
<b>State</b>	\$656,354	16%	\$689,231	12%	\$741,339	13%	\$782,134	12%	\$917,399	14%
<b>Local</b>	\$1,420,775	35%	\$3,337,799	56%	\$3,337,799	57%	\$3,722,611	59%	\$3,766,294	56%
<b>Other</b>	\$1,037,000	26%	\$990,000	17%	\$899,000	15%	\$899,000	14%	\$1,571,400	24%
<b>Total</b>	\$4,009,231	100%	\$5,907,705	100%	\$5,867,373	100%	\$6,295,320	100%	\$6,668,613	100%
<b>Memphis</b>										
<b>Federal</b>	\$3,634,605	17%	\$3,577,439	15%	\$3,571,657	15%	\$3,523,034	14%	\$1,660,925	7%
<b>State</b>	\$2,199,680	10%	\$2,309,864	10%	\$2,356,061	10%	\$2,463,339	10%	\$2,889,358	12%
<b>Local</b>	\$7,049,607	33%	\$8,723,313	36%	\$8,723,313	36%	\$9,773,123	39%	\$10,300,000	41%
<b>Other</b>	\$8,793,228	41%	\$9,396,236	39%	\$9,650,145	40%	\$9,350,145	37%	\$10,012,076	40%
<b>Total</b>	\$21,677,120	100%	\$24,006,852	100%	\$24,301,176	100%	\$25,109,641	100%	\$24,862,359	100%
<b>Nashville</b>										
<b>Federal</b>	\$1,750,000	14%	\$1,599,000	11%	\$1,655,962	11%	\$1,660,000	11%	\$770,071	5%
<b>State</b>	\$1,441,038	11%	\$1,513,221	11%	\$1,543,485	11%	\$1,584,587	11%	\$1,858,631	13%
<b>Local</b>	\$3,320,462	26%	\$5,158,412	37%	\$5,158,412	35%	\$5,595,375	37%	\$5,872,000	40%
<b>Other</b>	\$6,021,000	48%	\$5,841,000	41%	\$6,243,500	43%	\$6,095,038	41%	\$6,051,000	42%
<b>Total</b>	\$12,532,500	100%	\$14,111,633	100%	\$14,601,359	100%	\$14,935,000	100%	\$14,551,702	100%

Office of Public Transportation, Tennessee Department of Transportation

## Appendix E

### Section 18 Rural Grant Funds by Year

Urban Area	FY91-92	Pct	FY92-93	Pct	FY93-94	Pct	FY94-95	Pct	FY95-96	Pct
<b>First Tennessee Human Resource Agency</b>										
Federal	\$183,447	23%	\$311,472	31%	\$237,560	26%	\$423,462	36%	\$287,097	24%
State	\$152,675	19%	\$211,729	21%	\$192,499	21%	\$206,397	17%	\$189,352	16%
Local	\$465,057	58%	\$486,174	48%	\$497,508	54%	\$557,977	47%	\$729,421	60%
Total	\$801,170	100%	\$1,009,375	100%	\$929,567	100%	\$1,187,836	100%	\$1,205,870	100%
<b>East Tennessee Human Resource Agency</b>										
Federal	\$333,013	27%	\$533,601	34%	\$396,254	29%	\$606,024	37%	\$550,261	32%
State	\$315,609	26%	\$333,164	22%	\$319,677	23%	\$365,800	22%	\$364,138	21%
Local	\$569,174	47%	\$680,140	44%	\$667,757	48%	\$664,463	41%	\$807,236	47%
Total	\$1,217,796	100%	\$1,546,905	100%	\$1,383,688	100%	\$1,636,287	100%	\$1,721,635	100%
<b>Southeast Tennessee Human Resource Agency</b>										
Federal	\$192,905	24%	\$314,653	38%	\$246,396	27%	\$488,172	45%	\$309,735	29%
State	\$160,574	20%	\$191,302	23%	\$198,604	22%	\$220,264	20%	\$204,387	19%
Local	\$437,067	55%	\$329,541	39%	\$475,613	52%	\$386,852	35%	\$564,474	52%
Total	\$790,546	100%	\$835,496	100%	\$920,073	100%	\$1,095,288	100%	\$1,078,596	100%
<b>Delta Human Resource Agency</b>										
Federal	\$99,123	21%	\$114,002	27%	\$121,782	30%	\$287,373	50%	\$160,749	35%
State	\$165,293	36%	\$98,771	24%	\$97,094	24%	\$112,403	19%	\$105,436	23%
Local	\$199,937	43%	\$205,785	49%	\$188,739	46%	\$176,770	31%	\$192,730	42%
Total	\$465,353	100%	\$418,558	100%	\$407,615	100%	\$576,546	100%	\$458,915	100%
<b>Upper Cumberland Human Resource Agency</b>										
Federal	\$237,779	25%	\$352,035	30%	\$280,272	25%	\$594,603	37%	\$398,058	27%
State	\$204,992	22%	\$232,791	20%	\$225,584	20%	\$302,242	19%	\$263,048	18%
Local	\$491,307	53%	\$591,073	50%	\$613,952	55%	\$704,969	44%	\$794,448	55%
Total	\$934,078	100%	\$1,165,899	100%	\$1,119,808	100%	\$1,601,814	100%	\$1,455,544	100%
<b>Mid-Cumberland Human Resource Agency</b>										
Federal	\$257,381	19%	\$455,607	35%	\$320,364	28%	\$549,099	37%	\$432,096	34%
State	\$224,807	16%	\$282,427	22%	\$258,144	22%	\$295,145	20%	\$285,656	22%
Local	\$881,525	65%	\$567,274	43%	\$582,170	50%	\$626,536	43%	\$563,036	44%
Total	\$1,363,713	100%	\$1,305,308	100%	\$1,160,678	100%	\$1,470,780	100%	\$1,280,788	100%
<b>South Central Tennessee Human Resource Agency</b>										
Federal	\$246,926	29%	\$459,896	42%	\$286,864	33%	\$382,487	38%	\$465,687	42%
State	\$206,013	24%	\$261,912	24%	\$230,943	26%	\$258,220	25%	\$267,158	24%
Local	\$406,797	47%	\$374,993	34%	\$363,661	41%	\$378,160	37%	\$394,289	35%
Total	\$859,736	100%	\$1,096,801	100%	\$881,468	100%	\$1,018,867	100%	\$1,136,134	100%
<b>Northwest Human Resource Agency</b>										
Federal	\$180,359	23%	\$263,123	28%	\$233,567	22%	\$532,430	36%	\$352,954	27%
State	\$206,020	27%	\$187,550	20%	\$187,692	18%	\$255,933	18%	\$233,092	18%
Local	\$388,601	50%	\$481,347	52%	\$646,541	61%	\$672,191	46%	\$715,900	55%
Total	\$774,980	100%	\$932,020	100%	\$1,067,800	100%	\$1,460,554	100%	\$1,301,946	100%

Urban Area	FY91-92	Pct	FY92-93	Pct	FY93-94	Pct	FY94-95	Pct	FY95-96	Pct
<b>Southwest Human Resource Agency</b>										
<b>Federal</b>	\$166,144	23%	\$287,518	36%	\$214,039	30%	\$396,121	43%	\$281,670	30%
<b>State</b>	\$190,866	27%	\$172,669	22%	\$171,826	24%	\$197,502	21%	\$185,747	20%
<b>Local</b>	\$350,523	50%	\$340,561	43%	\$338,105	47%	\$337,959	36%	\$480,019	51%
<b>Total</b>	\$707,533	100%	\$800,748	100%	\$723,970	100%	\$931,582	100%	\$947,436	100%
<b>Hancock County</b>										
<b>Federal</b>	\$18,609	16%	\$26,926	21%	\$19,607	15%	\$64,435	35%	\$29,589	22%
<b>State</b>	\$14,701	12%	\$15,093	12%	\$28,743	21%	\$33,640	18%	\$17,994	14%
<b>Local</b>	\$84,994	72%	\$83,945	67%	\$85,793	64%	\$84,116	46%	\$85,554	64%
<b>Total</b>	\$118,304	100%	\$125,964	100%	\$134,143	100%	\$182,191	100%	\$133,137	100%
<b>Hamilton County</b>										
<b>Federal</b>	\$32,283	15%	\$76,486	30%	\$36,421	13%	\$141,335	23%	\$51,485	19%
<b>State</b>	\$32,730	15%	\$62,505	24%	\$67,734	24%	\$78,483	13%	\$34,192	13%
<b>Local</b>	\$147,101	69%	\$118,590	46%	\$181,308	64%	\$402,641	65%	\$186,992	69%
<b>Total</b>	\$212,114	100%	\$257,581	100%	\$285,463	100%	\$622,459	100%	\$272,669	100%

Office of Public Transportation, Tennessee Department of Transportation

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## **Appendix F**

### **Section 5311 Management Review**

**Agency**

**Date**

#### **Federal Regulations/Certifications**

##### **A. Civil Rights/DBE/EEO**

1. Any civil rights or EEO complaints during the past year?
2. How often do you advertise for DBE opportunities?
3. Do you have any contracts with DBE vendors? If so, what type of product/service do the DBE vendors provide?

##### **B. Americans With Disabilities Act**

1. What percent of your fleet currently is lift-equipped?
2. Approximately how many trips a month do you deny due to a shortage of lift-equipped vehicles (average)?

##### **C. Private Sector Policy**

1. How often do you advertise for private sector opportunities?
2. Do you have any contractual agreements with a private provider?

##### **D. Charter Operations**

1. Do you operate any charter service?
2. How frequently? Copy of contract for charter service.

##### **E. School Bus Operations**

1. Do you provide any transportation service for schools? If so, describe the service. Copy of contract for incidental school bus service.

##### **F. Intercity Service**

1. Do you have many requests for intercity transportation service? Are you able to meet the demand? If not, why?
2. If you have requests for intercity service, what are the typical destinations of the trip requests?

##### **G. Section 5333(b) Labor Warranty**

1. Have you had any particular problems/challenges with regard to the labor warranty?

##### **H. Buy America**

##### **I. New Model Bus Testing**

##### **J. Restrictions on Lobbying**

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K. Disbarment and Suspension

L. FHWA Registration (to cross state lines)

**Financial Management**

- A. Do you include all state and federal regulations in your financial management procedures? Procurement and travel? Documentation? Allowable costs?
- B. How does the transportation manager monitor program expenditures? Do you receive monthly financial status reports?
- C. Audits
  - 1. Have you had any audit findings during the past year? If so, how was the finding remedied?

**Operations**

A. Days and Hours of Service

- 1. Have you made any changes in your level of service during the past year?
- 2. Do you have many requests to expand your days/hours of service? Do you have the resources to respond to these requests? Do you document these requests?

B. Maintenance

- 1. Are you having any particular maintenance problems?
- 2. Do you contract to perform maintenance service for other agencies? Copy of Contract.

C. Distribution of Vehicles

- 1. What criteria do you use to determine the allocation of vehicles to each county?

D. Do you conduct any type of needs assessment in your service area? How frequently?

**Ridership Trends**

- A. What percentage of your trips are general public customers and what percentage are contract customers?
- B. Over the past three years, has the total number of trips provided increased or decreased? To what do you attribute the change?
- C. Over the past three years, by approximately what percentage has the number of ADA trips increased?
- D. Over the past three years, has your average fare revenue increased or decreased? To what do you attribute the change?
- E. Over the past three years, has the number of trips you provided for elderly customers increased or decreased? To what do you attribute the change?
- F. With whom do you currently have a third party agreement to provide or to purchase service?

**Policies and Procedures**

- A. Written policies and procedures?



- 
- B. How and how frequently are the written policies and procedures distributed to transportation program employees?
  - C. What opportunities are provided to allow input from employees regarding application of policies and procedures in the real world?
  - D. How often does the transportation manager review/revise policies and procedures?

#### **Planning**

- A. Do you have a written long range plan for your transportation program?
- B. Do you develop capital replacement projections? On a yearly basis?
- C. What is your policy concerning maintenance of cash match from local officials?
- D. Have you sought any new revenue sources for your transportation program?
- E. What are your options if federal and/or state funds are reduced in the coming year?

#### **Coordination**

- A. What efforts do you make to coordinate with other transportation providers?
- B. Have any other transportation providers approached you about consolidating resources or contracting for services?
- C. Do you have any opportunities to coordinate with a large or small urban transit system in your area? If so, how?
- D. What other federal/state funded programs in your area do you assist in providing transportation service?

#### **Marketing**

- A. How do you market your transportation services?
- B. Have you done any special promotions of transportation service during the past year?
- C. Do you participate in local festivals/special events? Shuttle service? Information booth to increase awareness about service?
- D. Do you have a particular marketing strategy? Who do you target as your audience?

#### **Technical Assistance**

- A. In what area(s) do you most need technical assistance?
- B. Do you feel that TDOT is responsive to your technical assistance needs? How could we be more responsive?

#### **Training**

- A. What type of training do you provide for your transportation employees?
- B. Does the RTAP program address your needs?
- C. What topics would you like to see addressed in future RTAP workshops?
- D. Do you have any suggestions concerning a different way to present the RTAP workshops?
- E. Do you ever request RTAP training materials? How frequently? Have you received a satisfactory response to your request?

## Appendix G U.S. DOT Letter

DATE RECEIVED



NOV 21 1996

U.S. Department of Transportation  
OFFICES OF RESEARCH & EDUCATION  
ACCOUNTABILITY  
**Federal Transit  
Administration**

REGION IV  
Alabama, Florida  
Georgia, Kentucky  
Mississippi  
North Carolina  
Puerto Rico  
South Carolina  
Tennessee

100 Alabama Street, S.W.  
Suite 17T50  
Atlanta, Georgia 30303  
404-562-3500  
FAX: 404-562-3505

Mr. Stephen B. Grimes  
Legislative Research Analyst  
State of Tennessee  
Comptroller of the Treasury, Office of Research  
1360 Andrew Jackson Building  
500 Deaderick Street  
Nashville, Tennessee 37243-0268

NOV 19 1996

Re: Title VI Status of Grantees

Dear Mr. Grimes:

This is in response to your November 5, 1996 correspondence concerning Title VI requirements. Your request for subject information is provided as requested:

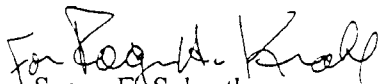
Status of Title VI Programs, Tennessee Fixed-Route Transit Systems, as of 11/19/96			
Grantee	Submitted	Approved	Expires/Expired
Bristol (TN) BTTS	8/28/95	3/11/96	9/30/99
Chattanooga CARTA	7/5/95	3/11/96	9/30/99
Clarksville CTS	3/27/95	3/31/95	9/30/98
Jackson JTA	4/16/96	4/26/96	10/30/99
Johnson City JCTA	12/8/93	3/1/94	12/30/96
Kingsport City	3/29/94	4/1/94	10/30/97
Knoxville KAT	10/26/95	3/11/96	9/30/99
Memphis MATA	11/19/96	11/19/96*	12/30/96
Nashville MTA	2/19/96	5/21/96	11/30/99
Tennessee DOT	6/14/95	3/11/96	9/30/99
Bristol (VA) BVT	6/6/96	6/17/96	11/30/99

\*Conditional Approval, Pending Review

Triennial Review Schedule	
Grantee	Year Conducted
Bristol (TN) BTTS	1996
Chattanooga CARTA	1994
Clarksville CTS	1996
Jackson JTA	1995
Johnson City JCTA	1996
Kingsport City	1996
Knoxville KAT	1994
Memphis MATA	1995
Nashville MTA	1995
Bristol (VA) BVT	1996

With respect to Title VI requirements, currently the Federal Transit Administration (FTA) has no knowledge of any existing complaints lodged against subject grantees. Hopefully, the included information sufficiently satisfies your request. If we can be of further assistance, please contact Frank M. Billue, Regional Civil Rights Officer, at (404) 562-3528.

Sincerely,

  
 Susan E. Schruth  
 Regional Administrator

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## Appendix H

### Sources

#### **Tennessee Department of Transportation**

Jim La Dieu, Transportation Manager II, Office of Public Transportation  
Kathy Dannenhold, Transportation Manager I, Office of Public Transportation  
Alvin Pearson, Director of Public Transportation, Rail, and Water Division  
Mal Baird, Assistant Director of Operations  
Dennis Cook, Director of Operations  
Mike Shinn, Fiscal Director III, Office of Finance

#### **Civil Rights Compliance**

Kim Bandy, Title VI Coordinator, Tennessee Human Rights Commission  
Frank Billue, Regional Civil Rights Officer, U.S. Department of Transportation

#### **GIS Support**

Dennis Pedersen, GIS Resource Specialist, Office of Local Government

#### **Census Information**

Charles Brown, Economic Development Analyst, Research Division, Department of Economic and Community Development

#### **Urban Transit Systems**

Charles Robinette, Director, Bristol Transit  
Vicki Payne, Manager of Grants, Chattanooga Area Regional Transit  
Jimmy Smith, General Manager, Clarksville Transit  
Buddy Parton, General Manager, Gatlinburg Mass Transit  
David Morgan, Jackson Transit Authority  
Alan Bridwell, Transportation Planning Coordinator, Johnson City Transit  
Gary Taylor, Transportation Planning Coordinator, Kingsport Public Transportation  
Doug Burton, Senior Planner, Knoxville Area Transit  
Cathy Polk, Executive Assistant, Memphis Area Transit Authority  
Bob Babbitt, General Manager, Nashville-Metro Transit Authority  
Charley Reagan, General Manager, Pigeon Forge Trolley System

#### **Additional Contacts**

Alan Gray, Manager of Special Programs, Division of Planning and Development, Shelby County  
Neal Darby, President of Nashville Chapter of NAACP

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## Appendix I

### Response from Department of Transportation



STATE OF TENNESSEE  
DEPARTMENT OF TRANSPORTATION  
NASHVILLE, TENNESSEE 37243-0325

July 11, 1997

Ms. Ethel Detch, Director  
Office of Research and  
Education Accountability  
1360 Andrew Jackson Building  
Nashville, TN 37243-0268

Dear Ms. Detch:

The Tennessee Department of Transportation appreciates the opportunity to review and comment on the subject report. Your staff did a thorough evaluation, and we have no major disagreements.

We enjoy an effective working relationship with Tennessee's public transit systems, urban and rural, and our experience has been that all of the transit systems are sensitive to their obligations under Title VI and are committed to providing the highest level of service possible with the limited funding available. Your analysis seems to confirm that conclusion. We are confident that the local transit systems can address any specifics relative to their respective systems.

On the matter of representation on "Boards" and "Advisory Committees," we do not disagree with your recommendation. However, we would like to emphasize that many of these positions are filled by statute or by appointments made by elected officials. Neither TDOT nor the transit systems have final authority.

Regarding the allocation of transit funds, we are willing to consider any idea that would gain more effective use of funds, and, in fact, we already have plans to evaluate the possible use of performance measures. However, the current allocation formulas were developed in consultation with local officials, and we believe that local officials are well informed on the formulas and the annual allocations of funds among the various recipients. We also believe that, while improvements may be possible and should be considered, the current formula is fair and equitable.

Again, thank you for the opportunity to comment.

Sincerely,

A handwritten signature in black ink, appearing to read "Dennis Cook".

Dennis Cook, Executive Director  
Bureau of Operations